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ABSTRACT

A series symposia conducted in commemoration of the ground-breaking for the Annenberg School of Communications Building at the University of Southern California explored the ways in which communication technology can ameliorate urban problems in Los Angeles. A portion of the keynote address by Rep. Yvonne Braithwaite Burke, plus summaries of discussions on citizen information needs, computers and the citizen, communication technology and education, cable and the city, communication substitutes for transportation, and the citizen and the media are presented in this booklet. Position papers submitted on each topic also are summarized. A list of symposia participants is appended. (SK)

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COMMUNICATION PUBLIC PRIORITIES

Los Angeles

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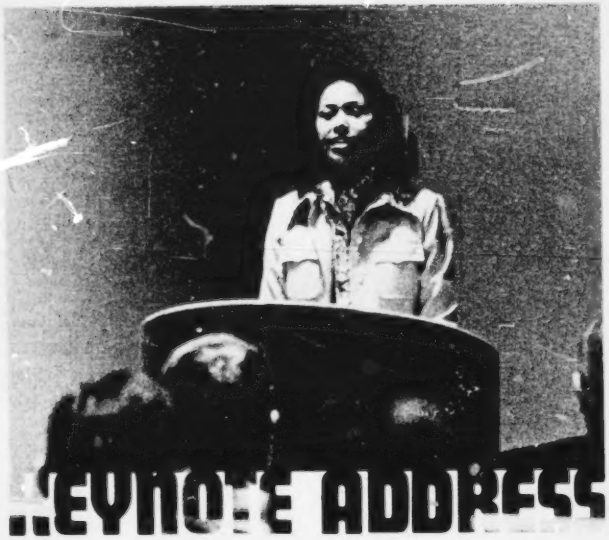

KEYNOTE ADDRESS

Representative Yvonne Braithwaite Burke
Twenty-eighth Congressional District

. . . The fact that the Annenberg School of Communications has chosen to symbolize the breaking of ground for its new building and graduate program by focusing on citizen needs, responsibilities, and potential in relation to contemporary communications augurs well for both our educational system and the society it serves.

It has become imperative for all of us to know quickly and fully about the events and phenomena of our fast-moving society. We look to the media in most instances to get that information. As an elected official, I receive information about current issues, proposed legislation, and the wishes of my constituents in many ways: during committee meetings, by talking to representatives of particular groups, but most of all from the media. I and other members of Congress depend on the ticker tape and up-to-the-minute broadcasts of radio and television to keep up with the movement of the very House in which we serve.

No citizen can avoid the influence of a communication medium, whether it be radio, television, print, computer, motion pictures, or innovative forms of voice or visual communication. Every day I am impressed by the variety of forms these modes of communication provide. Minorities--women, blacks, the aged, and others--have come to recognize the impact of the media on society. Women, for example, are working to change the way they are portrayed by demanding more jobs and writing their own scripts. Other minorities too are taking the initiative in changing people's attitudes by presenting their problems and educating the public directly through the media. Here we have a truly vital force for positive social change.

A politician's image, effectiveness, indeed very existence as a community representative, civil leader, or consumer organizer is in large measure dependent on media responsiveness. Those of us involved in government must maintain a high level of participation and expertise in the field of communications if we are to respond to and serve our constituents well.

The participants gathered here represent many segments of the Los Angeles community and are intimately aware of the strengths and weaknesses of communication in an urban environment today. The dialogue and directives that emerge from your discussions will be of great benefit not only to me but also to other policy makers and implementors who will utilize them in identifying and resolving key issues. The report of your deliberations will have far-reaching impact on future legislation and thus on the life of every resident of Los Angeles.

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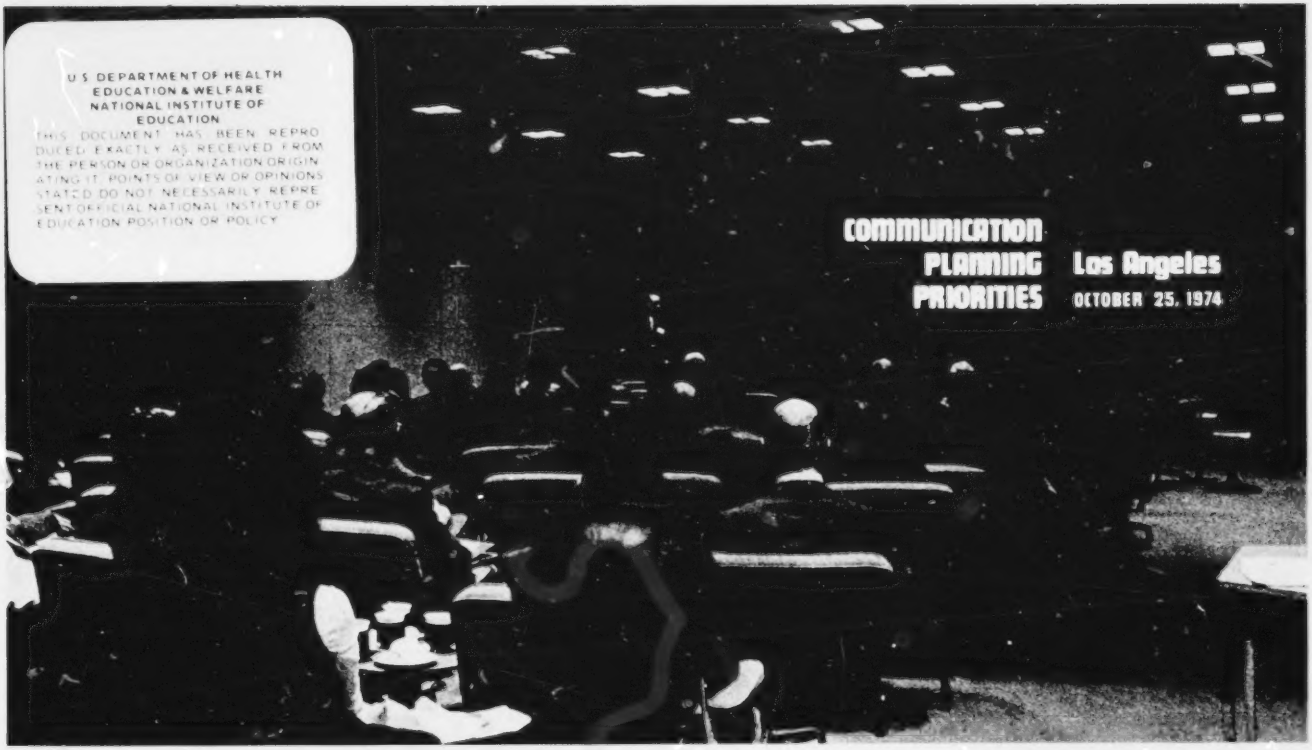

Symposia conducted in commemoration of ground-breaking for the Annenberg School of Communications building at the University of Southern California.

CITIZEN INFORMATION NEEDS COMPUTERS and the CITIZEN COMMUNICATION TECHNOLOGY and EDUCATION CABLE and the CITY
COMMUNICATION SUBSTITUTES for TRANSPORTATION The CITIZEN and the MEDIA

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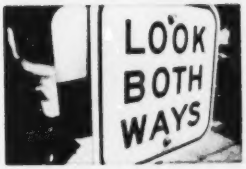
Los Angeles is one of the major communications capitals of the world. It is here that the great media industries of this nation house their production facilities; new electronic technologies undergo testing and further development within our community; each day adds to the complexity of the communications fabric that distinguishes the city. As consumers of these increasingly complex modern communications systems, it is crucial that we understand them and be able to use them to maximum human benefit.

It was with these thoughts in mind that the faculty of the new Annenberg School of Communications at USC chose to commemorate breaking of ground for our new building with a series of symposia on communication planning priorities in Los Angeles. In active pursuit of our philosophy that "The classroom is Los Angeles," we have sought the observations, opinions, questions, and even biases of our colleagues in many different facets of communications planning, practice, and consumerism in this metropolitan area. We have here attempted to organize, to document, and to disseminate the results of in-depth discussions of issues relevant to citizen information needs, computers and the citizen, communication technology and education, cable and the city, communication substitutes for transportation, and the citizen and the media.

A summary statement of the often diverse, sometimes consensus views of participants is given for each symposium, juxtaposed with photographs and quotations. Following these summaries are position papers that were prepared by symposia chairpersons and distributed prior to the conference. Participants are listed at the end of the document.

It is our hope that the reports of these symposia will stimulate further discussion, understanding, or controversy. But most of all, we hope that together with other consumers and practitioners of communications in Los Angeles, we can facilitate the identification of planning priorities so that our community may have the maximum benefit of communications systems of today and tomorrow.

Frederick Williams, Dean



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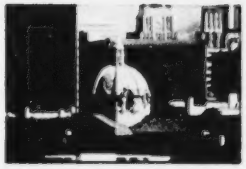

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CITIZEN INFORMATION NEEDS

Increasingly we have come to realize that life in a complex society, particularly an urban one like our own, is predicated on the acquisition of certain types of information. We must have, for example, information on health, economic opportunities, shopping, education, and at least an elementary understanding of the laws under which we are governed just to survive in this modern world.

Who has the obligation to furnish such information? Some are quick to say that the mass media, particularly newspapers, television, and radio, must meet this challenge. It is important to realize, however, that in our society these media are largely commercial ventures. Although we can depend to some degree upon the professionalism of the print journalist to deliver objective information, we must also recognize the biases that newspapers typically have, and the kinds of constraints that are put upon information because of its apparent value for selling the paper. The broadcasting media can be considered from a somewhat different perspective since, theoretically at least, the citizens "own" the channels of these media and a licensee has an obligation to broadcast in the public interest. To be realistic, though, there are limits on the extent to which we can expect these media to serve basic information needs.

Some types of information convey power to those who have the means to select and disseminate it, and those who hold such power form an "information elite" in our society. The problem is to prevent a capricious tyranny by assuring the even-handed dispersal of this information.

Much of the basic maintenance information the citizen must have is not deemed of particularly high value to the information elite, however, and it is in this area that we might expect to make more immediate headway. Many organizations in our society do in fact deal with information dissemination, though it may not be labeled as such. These are the health and social service agencies and other groups that are ostensibly aimed at serving the citizenry. These agencies have a fairly poor communicatons record. We could begin to meet the information needs of citizens by insuring that agencies, particularly those that have public financial support, establish efficient communications management systems that incorporate the dimensions of responsibility and accountability.

We are moving into a highly technological communications world where many new types of information channels will be available to the citizen. The public library, for example, is quite logically an organization that might be increasingly in charge of information dissemination within a city. Yet, as indicated above, we must also realize that those who control information in our society have a good chance of controlling society. Thus, we cannot look to simplistic solutions; we cannot assume that simply by placing all the information in one repository we can assure that the administrators will deal fairly with it.

Finally, the citizen can take the initiative in terms of fulfilling his information needs. The question of training in communications consumerism is open. Can children be reared in our society to be efficient information seekers? Only time and effort will tell.

Marshall

"The simple, basic question is: How do we get the pertinent information quickly back to the person who needs it?"

Smith

"Giving me the right to information is no help; I have to know where to find it."

"Information is power. If you own information, you own everything."

Banowsky

"If you have a basic right to certain information, then someone has the obligation to make it available. So whose obligation is it?"

"In a vast city like this, a limited number of people, a sort of guild, has control over access and source.... It's really one newspaper and three television channels which dominate the market. We're getting the same Big News from a centralized elite."

Johnson

"We've always put the burden on the consumers. We assume that they're somehow going to get the information they need. I submit that most people who are truly in need of basic life-maintenance resources are in no position to grasp them and require someone to reach out for them.... There ought to be one place where they can call a toll-free number and be told, Here is the agency or person responsible for serving your kind of problem."

Greaser

"Where there is one question, there may be seventeen answers, and if we give only sixteen of the answers, then that could be pure political dynamite."

Jones

"Right now the librarians who are up front are working toward making the library a comphrehensive community information center. It would provide access to all the information that it holds, but it would also be a switching center to other information points and resources in the community.... Of course, the whole thing is basically an economic question: Who's going to finance it?"

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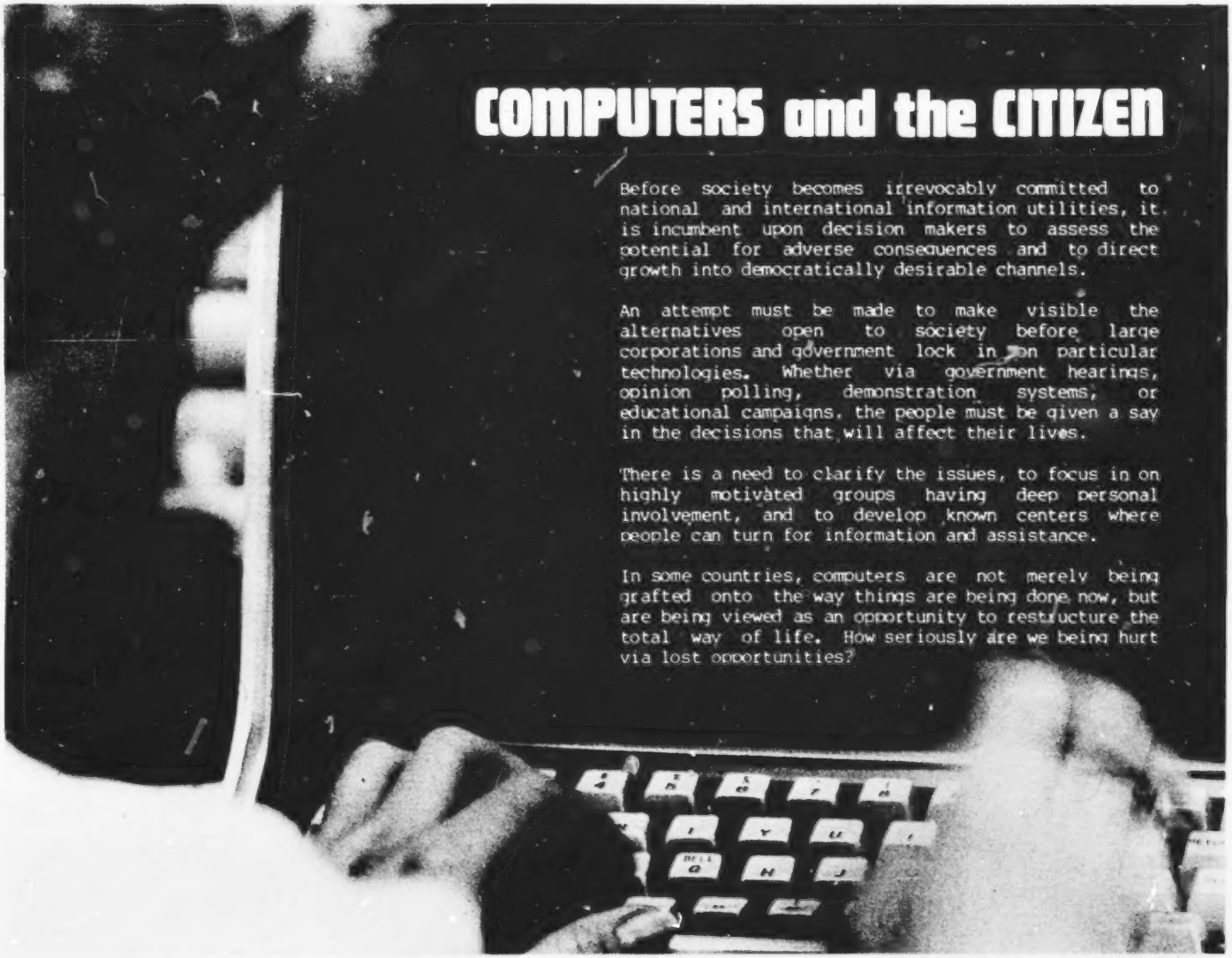

COMPUTERS and the CITIZEN

Before society becomes irrevocably committed to national and international information utilities, it is incumbent upon decision makers to assess the potential for adverse consequences and to direct growth into democratically desirable channels.

An attempt must be made to make visible the alternatives open to society before large corporations and government lock in on particular technologies. Whether via government hearings, opinion polling, demonstration systems, or educational campaigns, the people must be given a say in the decisions that will affect their lives.

There is a need to clarify the issues, to focus in on highly motivated groups having deep personal involvement, and to develop known centers where people can turn for information and assistance.

In some countries, computers are not merely being grafted onto the way things are being done now, but are being viewed as an opportunity to restructure the total way of life. How seriously are we being hurt via lost opportunities?

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Sackman

"The time is ripe for a national organization--Computer Users of America--a Consumer Union-like organization."

Horowitz

"Computers give us the potential for accumulating much more garbage than we ever could before."

Dobbs

"How these systems impose on people in subtle and hidden ways--it's that process we've got to make visible to the citizen."

Ware

"Are we designing systems that make society better on the average, or are we trying to make society better for every single person?"

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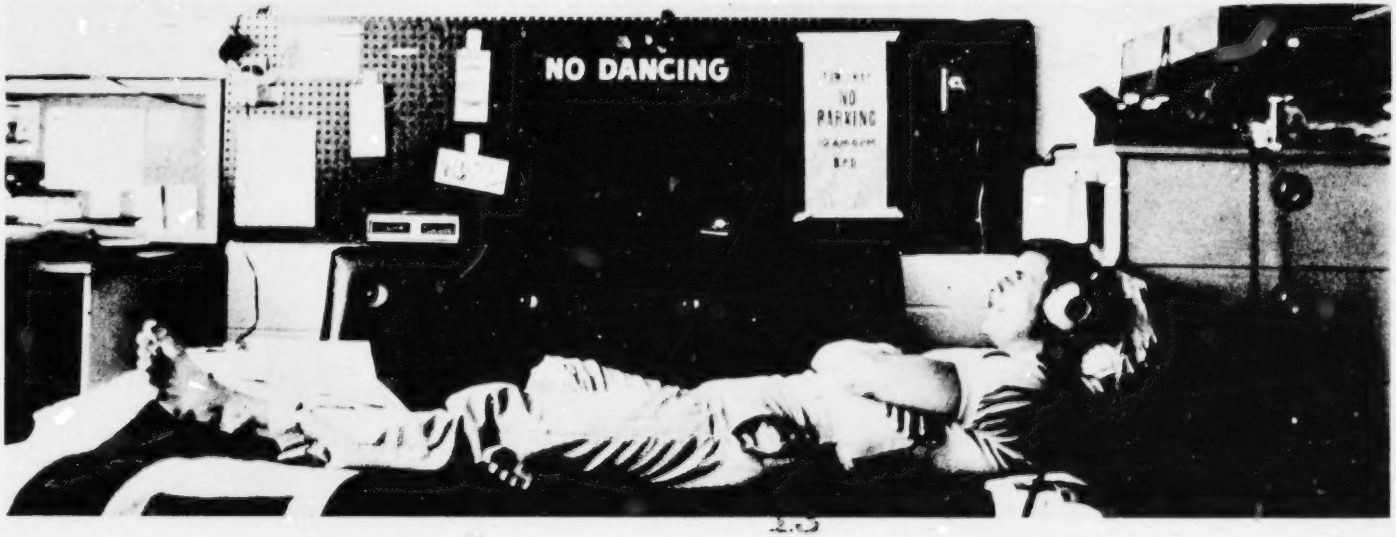
COMMUNICATION TECHNOLOGY and EDUCATION

As Los Angeles plans ahead for educational facilities, we must consider what role communication technolgy will play in the design of buildings, the training of teachers, and the structuring of curriculum. A major gap exists in education between our fantasies about the use of communication technology and the practical level of acceptance and implementation in our schools. Practice and theory are far apart. Although there is voluminous research in the field of instructional technology, the researchers have thus far failed to present their data-laden arguments so that the implementors can see the utility of their findings.

A genuine and probably natural resistance to technology exists in educational circles. All parents want their children to have personalized attention and many feel that it must be in the form of another living, breathing, human being, not an impersonal machine. Need it be the case that we perceive the use of educational technology, such as television in the classroom, as the replacement of the human teacher by an electronic teacher? Can we not be persuaded that such technology complements rather than replaces the teacher? Parents and educators alike should not view films, television, or computer-assisted instruction as replacing the educator, but as supplementing his or her expertise and improving upon outdated textbooks.

Yet the problem of electronic replacement of print is a vital one. The Puritan ethic still governs many teachers' attitude that information obtained from a film about David Copperfield is somehow inherently inferior to that learned by reading a book. But a book is a kind of technology. Indeed, even a human being is a technology.

We must have clear thinking and precise, jargon-free communication to the practitioners in the educational community of just what can be expected from instructional technology. Right now it is being oversold and underutilized.



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Handler

"The Annenberg School cannot do the necessary research and development in a vacuum. School systems must receive the financial support necessary to contribute to joint developmental efforts if they are to have any influence over the direction and outcome of the effort. To be successful and productive, we must work together. Until each institution is able to make substantive commitments, we are going to continue having these 'wouldn't it be nice if' dialogues."

Munushian

"Technology is not necessarily an improvement over what I call the ultimate educational experience, the interaction between two human beings."

Casey

"Education's use of technology is restricted by the people who support it; the least technological environment is the public schools. Everyone wants his child to have a human being on the other end of the log."

Black

"You may have been publishing, but you are not writing so that we can understand you. We really need someone to tell us what all the data mean. Whatever else you do at Annenberg, help us interpret what technology can do to improve our efficiency of communication. Can it best serve a tutorial function? Can tremendously abstract concepts be better communicated through a nonhuman interface? Try to interpret technology so that it doesn't threaten the 'union' but rather enables us to employ the techniques that are so commonplace to all of you."

Knirk

"A lot of the youngsters in the local schools in this area have a good listening vocabulary. They can get a lot out of TV and audiovisuals, but they can't read. So the textbook as a medium is not effective. Programs like the Electric Company and Sesame Street are far more effective."

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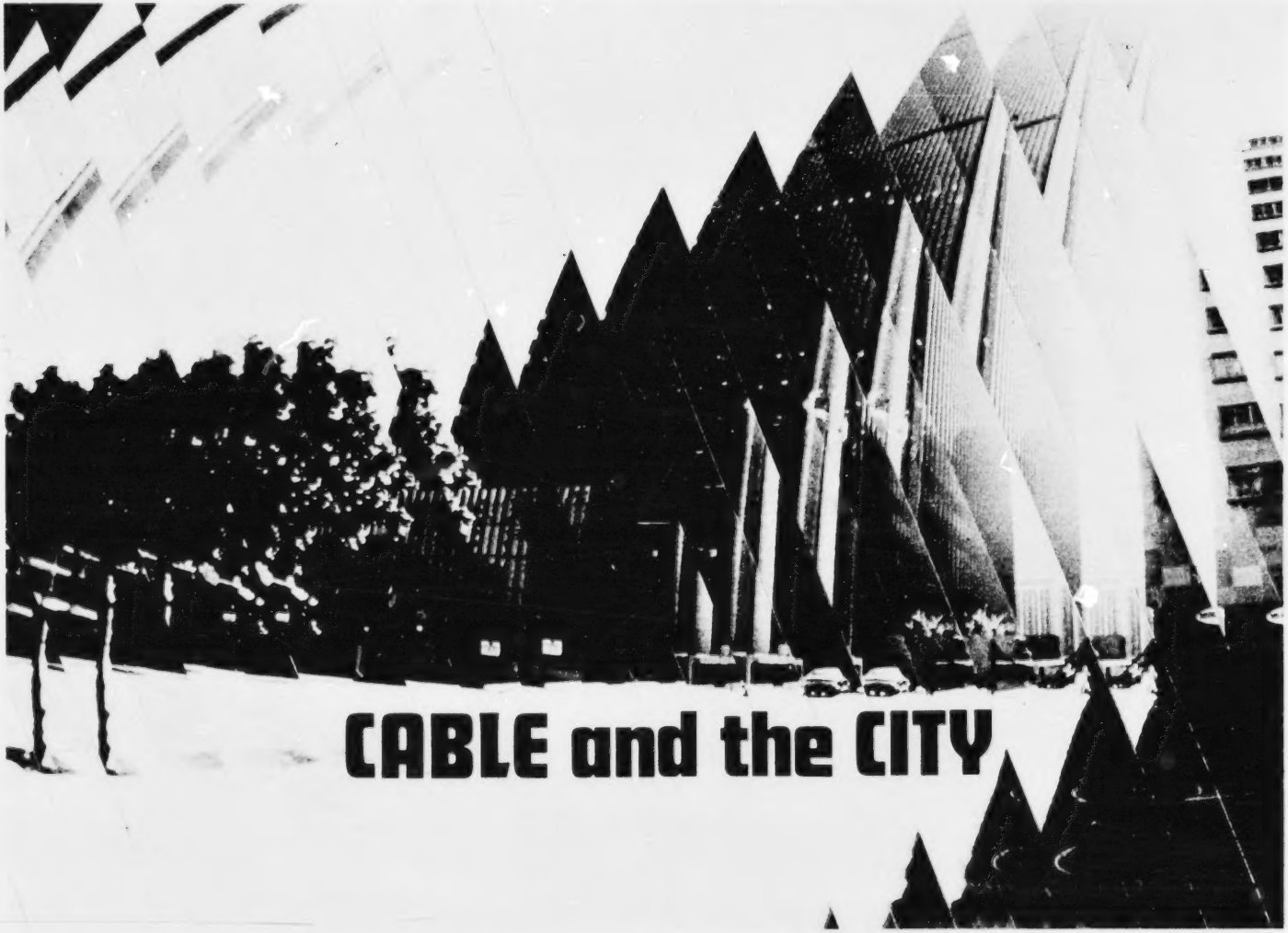

CABLE and the CITY

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Cable in Los Angeles does not reach those citizens who most need the information and social services it can deliver. By relying exclusively upon private enterprise, the city now has cable only where there is an economic base to support what is at present essentially an entertainment system. The geographic factor (over-the-air signals are difficult to receive in the higher-income hilly areas) has promoted the installation of cable in areas where people already have many ways of accessing information. In practical terms, cable will be provided to those areas where there is little or no incentive for private enterprise only if the city or a nonprofit agency underwrites these services.

Cable can provide many services, including information about health care, municipal functions, jobs, shopping, specialized entertainment, education, and so on. We can argue the need for these kinds of specialized services, particularly where the dispersal of such information might bring social remediation or economic opportunity to communities. But citizens in such communities do not now manifest these needs in terms of outright demands for cable; there are no major citizen pressures for the establishment of such systems. Perhaps the problem, if indeed it is a problem, of the lack of cable in certain areas of our city is not a function of the lack of planning so much as of the fact that the expression of need has never been encouraged to manifest itself.

We obviously must give careful consideration to the kinds of social needs that might be served by wired communication systems. We must also coordinate such assessment with needs outside the community, ranging, perhaps, to the implementation of cable technology for the nation, or even with other nations. There is an unfortunate shortage of master plans that incorporate need assessments with a well-considered interpretation of alternative services that might be provided not only to citizens but also to municipal governments through the installation of cable. Placing a moratorium on new cable development might permit development of a more comprehensive master plan for the city.

Who has or should have the burden of planning the wiring of a city? We cannot relegate the responsibility to a self-chosen few. Because the main questions about cable are far more political and economic than technical, it would appear that technologists and politicians must work hand in hand, as indeed they must on so many modern-day issues.

Lane

"We are desperately running around to find problems to fit the solution. Cable is a powerful tool, but it can't solve all our social ills. We must relate it to the overall environment of the community and in that context find out where it can do a job and do it well. Then we can fit cable into an integrated communication system."

"The hardest problems to face are the political and economic ones. Scientists and engineers cannot be expected to solve these problems alone; we have to get the politicians working on them."

Warren

"Cable now exists in areas where there is already an abundance of the means to send and access information; it is nonexistent where the information is needed the most. Until we bridge the gap, an economically induced gap, we are really on the horns of a dilemma as far as serving the social needs of a city as large and as diverse as Los Angeles."

"The new technologies are there alright, but we haven't fully exploited them. Is it because there is no use for them or is it because we haven't hit upon a procedure that allows some spontaneous development of interest and utilization? Maybe the problem is not so much planning systems as facilitating new kinds of mechanisms for allowing people to explore their alternatives."

Morrison

"Delivery of social services via cable is not yet economically profitable for private enterprise. We must find ways to make the service so attractive that people will demand it. The NSF research the Annenberg School is conducting in Los Angeles is a good start along these lines."

Russell

"We have to determine what the demands are and what the needs are, then assess how the franchise is going to meet these demands and needs. If we don't know what they are, we shouldn't sit around dreaming them up."

"We need groups like the Annenberg School that consider communications in a very broad sense to act as catalysts in bringing together the thoughts of those of us who are usually out there in our own little niches. We need to interact, to enlarge our perspective."

McFarlin

"In most large cities, including Los Angeles, there are very serious information gaps not only between the city and its citizens, but also within the city bureaucracy. I hope that as Los Angeles looks at its role in cable it will explore how it can improve its own in-house communication systems as well as its communication and information capabilities with its citizens."

"For something as sophisticated as cable, do the policymakers have enough information to make wise decisions?"

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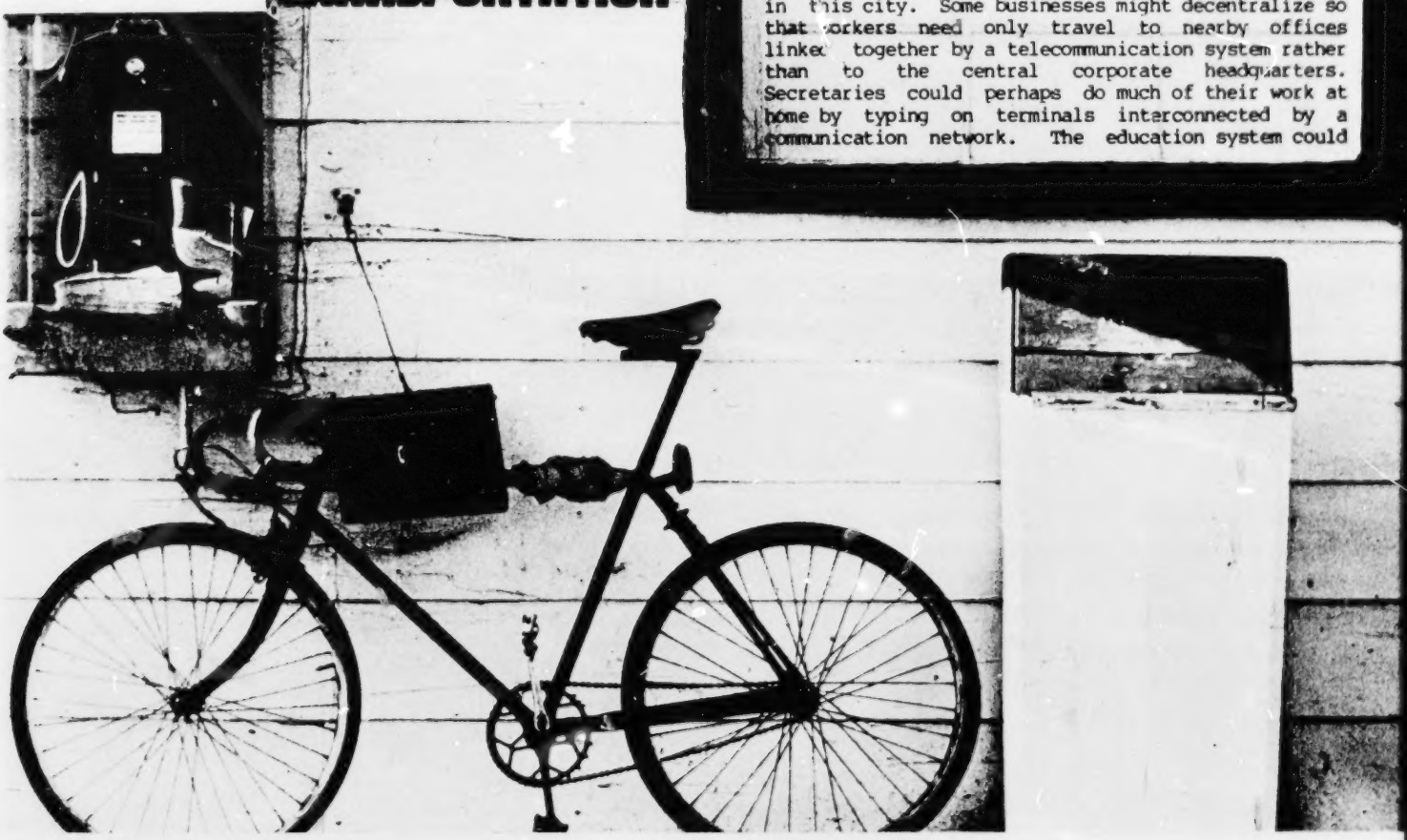
COMMUNICATION SUBSTITUTES for TRANSPORTATION

Los Angeles has long suffered under the burden of transporting people and information within and through its sprawling metropolis. One step to alleviate the resultant problems might be to decrease the amount of transporting necessary to conduct life in this city. Some businesses might decentralize so that workers need only travel to nearby offices linked together by a telecommunication system rather than to the central corporate headquarters. Secretaries could perhaps do much of their work at home by typing on terminals interconnected by a communication network. The education system could



increasingly distribute study materials to students rather than requiring them to come to a central school. Shopping could be conducted in part via telecommunications, thus altering the present concept of shopping centers.

But Los Angeles is already decentralized relative to other large cities. Perhaps it is therefore a particularly good candidate for the installation of telecommunication links that would further lessen the need for people and paper movement. Many questions must be asked and answered, however, if we are to balance the human values with economic and technological considerations involved in communication-transportation tradeoffs.

> Which technologically feasible alternatives are most economically viable? What new types of economic patterns and adjustments follow from each alternative?
>
> What are the social implications of communicating from afar? Do workers need constant contact with and reinforcement from their supervisors? Do the bureaucrats need to have direct contact with the workers to maintain their control and position? How much do students learn through human interaction in the schools? How important is getting out of the house as one of the housewife's objectives in going marketing?
>
> Can people do without paper communication and storage or are we psychologically dependent on paper shuffling? Is it simply a matter of reeducating people to the new electronic digital communication systems?

In considering priorities in the planning of communication and transportation interaction, we clearly must develop a communication inventory of the city and so find out in some detail who has to know what, over what distance, and at what rates. By identifying these factors, we will learn what potential impact telecommunications can have and, in particular, what levels of technology are required to effect the communication. We must also have a clear appraisal of what particular facets of transportation can be handled by communication systems. If we are to avoid some of the serious mistakes made by planners in other disciplines we must develop systems models that relate communication and transportation to organizations and people. Transportation planners of the sixties were too simplistic in their models. They did not relate transportation to the many aspects of urban life--politics, economics, recreation, social attitudes, and the like--and their resulting systems have been inadequate in these respects.

Communicaton specialists must guard against becoming so interested in individual intriguing examples of technological expertise that they forget that modern telecommunication systems, like societal systems, are comprised of highly interdependent complexes of subsystems. Planning with a citywide, if not nationwide or world, view is critically necessary, and all elements of the urban environment are relevant at each stage of plannning.

Communication and transportation planners must learn from past mistakes and work together in arriving at viable interrelated communication and transportation systems for Los Angeles.

Leonard

"There are two decentralization factors at work in Los Angeles. One is the use of remote telecommunication terminals to reduce urban travel. The other is the development of a number of centers clustering residences and jobs so as to shorten the commuting trip. We have just begun to plan around these concepts in any consistent way."

Posner

"If we could just get a fast facsimile--that, I think, would be a quantum jump in the replaceability of transportation with communication."

Womble

"Transportation planning has been a failure. Our models were overly simplistic. We didn't consider the whole complex relationship between what we were doing and the city as a whole. The biggest trap you as communication planners can fall into is to take a narrow view of what you are doing. You really ought to relate communications to broad urban policy issues and to the needs of all the people and not make the mistakes we made in the transportation planning field.... If communication and transportation systems can be coordinated as part of an overall regional policy, then the potential is unlimited."

"You cannot presuppose people will act rationally. Decentralizing work sites does not guarantee that you will reduce transportation. If you decentralize to Canoga Park, the person living in the west valley and commuting downtown may suddenly decide his housing opportunities are greatly expanded and may be living in Ventura next year."

Durbin

"People come together when they are not in a cooperative mode. If I think we pretty much agree and simply need to communicate our views, then I can talk to you in an audio mode. But if I think you are hostile or uncooperative, then I want to sense the degree of your animosity by meeting you face to face."

"We need a taxonomy of the different markets and the kinds of communication that are taking place. What is the subset of organizations where behavior, socialization, and tasks are amenable to the introduction of new technologies and a kind of decentralization?"

Welmers

"We have to get rid of all this paper work. Somehow we have to break down the compulsion to put everything down on paper."

Gray

"In any change you make in society some people win and some lose. The role of the planner is to try to make the sum of the equities come out to be positive."

"We need to know which businesses are interconnected and which are stand-alone operations."

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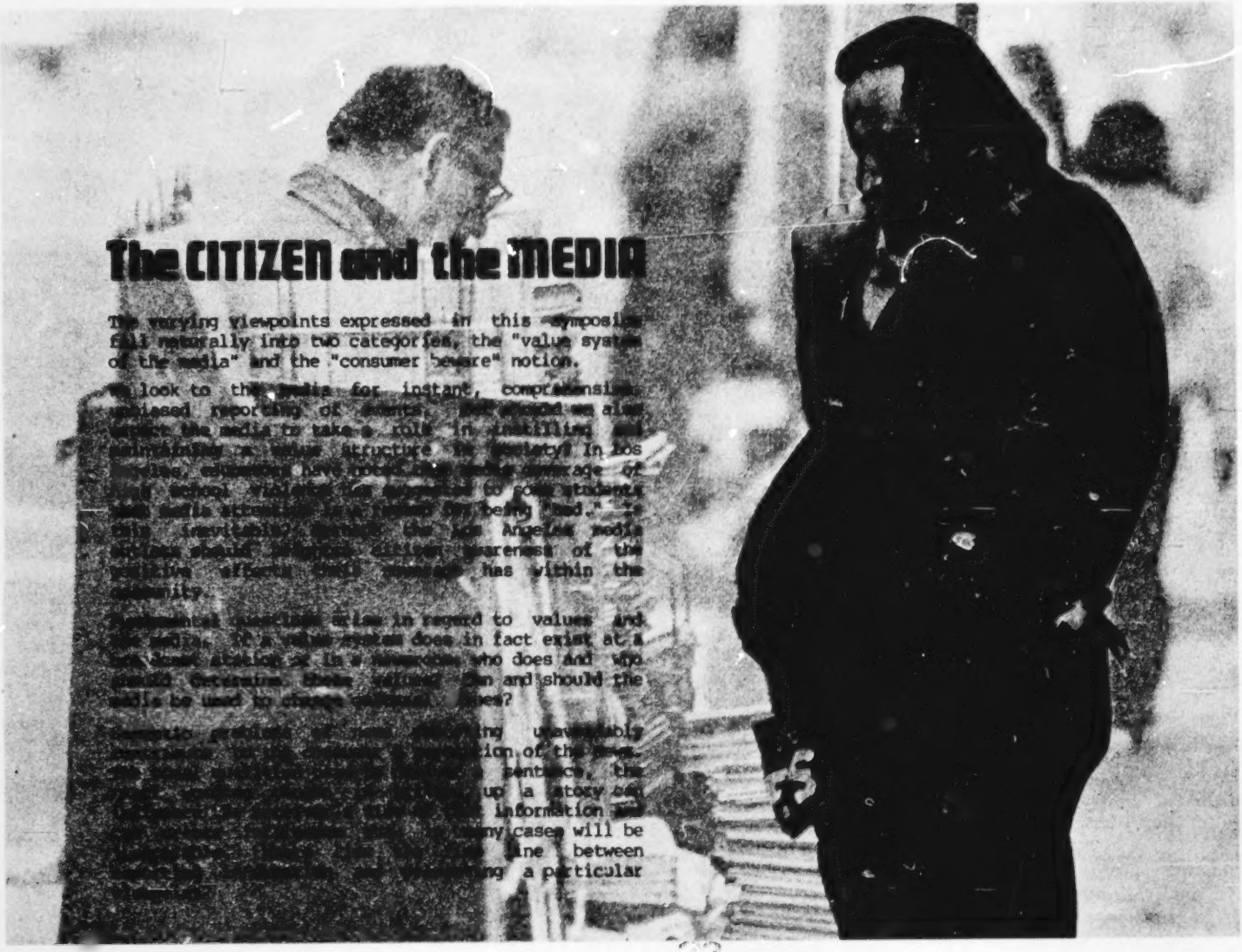

The CITIZEN and the MEDIA

The varying viewpoints expressed in this symposium fall naturally into two categories, the "value system of the media" and the "consumer beware" notion.

We look to the media for instant, comprehensive, unbiased reporting of events. But should we also expect the media to take a role in instilling and maintaining a value structure in society? In Los Angeles, educators have noted the media coverage of high school violence as responsible to some students' view that violence is necessary for being "bad." Is this inevitable? Should the Los Angeles media address itself to public citizen awareness of the positive effects they possess has within the community.

Fundamental questions arise in regard to values and the media. Is a value system does in fact exist at a [illegible] station or in a newsroom, who does and who should determine these values and should the media be used to change [illegible]?

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Underlying the "consumer beware" concept is the very nature of the broadcast and newsprint media. They are profit-making enterprises; they are advertising vehicles. Commercials and advertisements are the product; if what comes in between attracts people to watch and read, all the better. Only by attracting a mass audience can they survive.

Instead of changing the media, perhaps it is more realistic to educate the consumer. Consumers must become more aware of the selection process--what they see is not everything that is happening--and thus of the biases built into the process. And consumers must make use of the many channels of information at their disposal.

Media alternatives are abundant in Los Angeles at this time, but the trend here and elsewhere is toward diminishing diversity in newspapers and commercial television. It is a trend that we should question if the consumer is to have access to varying points of view on which to make his or her own informed judgments.

Rich

"A great naivete exists among the segment of society which depends upon the broadcast media for the majority of its information. The consumer does not understand the media's capacity to manipulate."

Sands.

"The job of broadcast journalists is not to make value judgments whether something is positive or negative. Their job is to report those things that have impact on the community. The viewer makes the judgment."

"Television is a mass medium that derives its significance from the fact that it is a mass medium. It loses that significance if it becomes an elite medium."

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Loper

"The consumer must sort out from among all the sources of information which come to him what is useful to him. The burden should not lie with the media."

"There is no access if there is no one viewing. There is less access on access channels than on commercial channels."

"We do have alternative communication systems in Los Angeles, but they are eroding. We must preserve the diversity and choice that is available and that must be available if we are to have an informed citizenry."

Wines

"Little by little the spectrum of choices is narrowing in the print and broadcast media, both locally and nationally. At what point will it be too late to do anything about it?"

Widener

"Today, perhaps more than 95% of our daily perceptions come from the media--primarily electronic--and are filtered through other people, and systems controlled by others. The danger is that we tend to believe what we receive from the media, and accept it as reality, when in many cases it is not."

"Electronic escalation is one of the great new dangers of the technological age. This is the potential for the majority of people in a nation being tied together to one information system and suddenly receiving erroneous information simultaneously. The possible mass action that might result from such electronic stimulation could be disastrous."

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POSITION PAPERS

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The more complex society becomes, the more a citizen must depend upon various types of information to exist, let alone to thrive, in that society.

Information for basic maintenance	Information to improve life	Information to improve society
Emergency health needs, services	Preventive health care	Voter education
Laws, social regulations	Educational alternatives	Interpretation and modification of laws
Employment	Legal interpretations	How to communicate to other citizens
Shopping	Fiscal planning	In-depth, objective news coverage
Basic services, utilities	Transportation alternatives	Expansion of leisure time alternatives
Housing	Citizenship, rights and duties	Continuing education
Social services	Shopping alternatives	
	Employment alternatives	
	Knowledge of the "news"	
	Entertainment, leisure time alternatives	

A number of sociologists agree that an "information gap" exists among different segments of populations both here and abroad. The separation is usually directly related to social status and tends to inhibit upward social mobility within a society.

If there is such a gap, what can be done?

Organizations having the responsibility for basic maintenance information (governmental organizations, health agencies, social service groups, and the like) should give priority to communication management by objectives. The relevant factors must first be identified: the target population; the information needed; the most efficient and effective communication channel(s). Given message dissemination, there should then be an evaluation of its impact: Did the information reach the audience intended and was it effective in fulfilling their needs? Finally, given evaluations, what changes would improve communication? It is not enough simply to disseminate information; the organization must be accountable also for assessing and evaluating its effectiveness.

The individual citizen also has responsibility for seeking and interpreting information. The development of this capability might be started even with young children by introducing instruction in "communications consumerism" in the schools. Existing media (e.g., newspapers, television) could incorporate a similiar instructional element (as Sesame Street has tried to increase a child's information-processing ability).

Finally, the steady increase in communication "channels" in modern societies shows no diminution. There are more television channels due to cable, more specialty magazines, numerous computer facilities, and a proliferation of audiovisual devices. As channels increase, we must ask ourselves the degree to which they are being used constructively to meet citizen information needs.

How can modern communication create mass information rather than mass disorientation?

Those who decry computerization as technological laissez faire cannot ignore the market demand for computerized fixes flowing from an ever-expanding population with rising expectations. Those who point to market forces as a justification for computerization cannot ignore the impact of plunging costs and soaring capabilities in the computer field. Clearly, technology and social expectations are feeding upon each other.

Before society becomes irrevocably committed to national and international information utilities, it is incumbent upon decision makers to assess the potential for adverse consequences and to attempt to direct growth into democratically desirable channels. Policy research is needed to assess the early manifestations of problems;public education is needed to alert people to dangers. Sometimes preventative legislation can keep a problem from ever becoming manifest. Other times socially desirable demonstration projects can help technologists see how to avoid problems. In all situations one must worry about who has the right to speak for the future.

In our group discussion, it might be best to focus upon one or two manifestations of computer communication. The first involves the amassing of information into data banks, and the second involves conferencing by people via computers as they seek to establish social policy. In the first case we need to assess whether the social costs now outweigh the financial benefits, and whether something like a fair information practices act would reduce the social costs to the appropriate level. In the second case we need to assess whether the social benefits now outweigh the financial costs, and whether an investment in research might lower the costs.

The Association for Computing Machinery's Committee on Computers and Public Policy recently issued "A Problem-List of Issues Concerning Computers and Public Policy" Comm. ACM 17,9 (September 1974) 495-503. Eight questions relating to the data bank and conferencing issues have been extracted from the article and are listed below.

DATA BANKS: Could and should the owner/operator of the information utility be enalbed to use the information flowing through his system, such as analyzing buying patterns for the benefit of stores, or for selling mailing lists?

Exactly what is the "right" to privacy?

Should those who provide computing services be held responsible to consumers?

Should not the very existence of the collection of information have to be defended in terms of the benefits to society?

CONFERENCING: Would the legislative process as we know it survive the use of computers and communications facilities to produce fast response on current issues?

Should public policy dictate some form of subsidy so that the new service could be available on some minimum basis to everyone?

Would minority groups suffer loss of power?

Should it be public policy to require that countervailing groups be given access to the computing facilities, including the necessary programs, to test their assumptions?

Dr. Thomas H. Martin
Position Paper

Dr. Frederic R. Carlson , Jr.
Dr. Robert Casey, Jr.
Dr. Monty C. Stanford

Position Paper

COMMUNICATION TECHNOLOGY and EDUCATION

The most overwhelming aspect of developments in communication technology in education are the great difficulties that have arisen in attempts to efficiently incorporate communication technology into educational systems. In many ways communication technology seems to have led education in a fashion reminiscent of the old saw about the "tail wagging the dog." This situation leads to the identification of the following problem areas which are suggested as potential topics for priority work in the next decade:

Educational program management should be directed by a comprehensive theory or at least a model of learning that incorporates the use of communication technologies in implementing various instructional strategies. Neither communication theory nor learning theory has developed such a model.

A productive model of program management used at the Children's Television Workshop includes the integration of formative research in the production process. Perhaps because of the success of CTW activities, formative research is now generally viewed as a desirable component of educational communication programs. While this view is certainly commendable, program- or problem-specific formative research does not lead efficiently to the development of more powerful, generalizable models or theories of educational communication.

Further, the accumulation of past research on education and communication has led some educators and theorists to believe that important aspects of learning via modern communication media are not being investigated. While the immediate goals of an educational television program may be evaluated, for example, little is known about the cumulative effects of using media in or out of the school. Nor is there significant knowledge about the unintended effects of such programs.

One of the continuing concerns of both educators and media specialists is the matter of funding, both for educational systems development and for basic research.

Communications and media specialists as well as educators often desire or feel compelled to make changes in the educational process that society in general does not want and in fact will not accept. There is need for research that will indicate what types of educational and technological changes will coincide with the direction and rate the culture will accept.

The time is now ripe for a review of Los Angeles's communications options and priorities. A policy is needed in the relatively near future to deal with cable television franchise applications and renewals. Moreover, urban communications systems could well make significant contributions toward solving important social and economic problems, including energy issues.

By virtue of the 1977 termination date for the eight franchises granted by the previous city administration, cable development will inevitably become a municipal issue during the next three years. Franchise renewals and pending applications require planning and action.

Municipal and community communications needs require evaluation. Further development of communications capability, including but not restricted to cable links, could make important contributions to solutions of other policy issues that may be high on the agenda of city needs. Delivery of educational, health, and welfare services to homes and neighborhood centers; linkages of police, fire, health, and other public institutions; and provision of communications services to and among businesses and their customers are all attractive possibilities for mature, high-penetration cable systems.

The city is spending millions of dollars for its own communications needs. Large-scale law enforcement, medical, and educational programs dependent on communications are either planned or underway. With appropriate planning, cost savings appear probable. Los Angeles's film and television talents could be better utilized by opening opportunities for these industries through the cable potential.

Failure to take the initiative could narrow the city's options. The time is ripe to build on current research and to develop leadership in Los Angeles for a nationwide resurgence of local initiatives for communications planning.

What are the options for the city?

There can be an indefinite postponement of further cable franchising.

The city can encourage competitive cable applications along the lines of present policy.

The city can embark on a program of comprehensive communications planning.

Los Angeles must take steps soon to evaluate the feasibility and desirability of each of these courses of action.

COMMUNICATION SUBSTITUTES for TRANSPORTATION

Dr. Gerhard J. Hanneman--Statement Author
Dr. James H. Carlisle
Jack M. Nilles
Position Paper

The topic of communication substitutes for transportation addresses itself to replacing people movement wi electronic message movement. The central concept is the notion of symbolic proximity preempting the need f physical proximity. We should bear in mind, however, that transportation substitutes have characterized t evolution of communications since our earliest days of using signs and symbols. Codes and spoken languages themselves are symbolic substitutes for firsthand experience. The postal service, printing press, telegrap radio and television, and particularly the telephone have provided, and are currently substitutes for, in-pers observation and travel.

The issue at hand involves considerably more than transportation tradeoffs. It is the issue of mediating a automating our information handling and communication behaviors in a manner related to the automation of facto assembly lines. But it is also the issue of enlarging our societal vision of when and how we use mediat communication systems instead of face-to-face communication, and of accepting the consequences.

Three alternative system configurations have been implemented to date. One is teleconferencing by whi individuals at remote locations interact by audio only or audiovisual technology in real time, necessitati relatively fixed installations of moderate cost. These systems are operationally restricted to any two fix locations simultaneously. Another configuration is computer communication by which individuals, using switch common carrier networks, and CRT terminals, may interact with as many other individuals, in real or delay time, as processing capacity permits. Individuals gain access to each other's files and may send and recei messages which are stored for later retrieval or are processed immediately. While computer communicati requires sophisticated hardware/software backup of substantial cost, per user cost is low. Some comput terminals are also highly portable and can operate from in-the-home telephone lines dialed into the compute The third configuration is the automated office in which secretarial CRT terminals combine the functions typewriter, dictation-transcriber, intercom, and filing cabinet. The automated office may or may not be coupl into a computer network or management information system, and is the least expensive system configuration.

The availability of these systems and their decreasing cost have conspired with a number of factors in forci and favoring the transportation-telecommunication tradeoffs:

> Current political policy favors decreasing the per capita fossil fuel consumption and loweri expenditures for highway construction projects favoring the use of the private automobile, as well reducing air pollution.
>
> Both local and national transportation costs are rising substantially.
>
> To counteract current inflationary trends, improvements in worker productivity must be realized to effe any real GNP growth. With over half the labor force engaged in white collar, "paper shufflin occupations, this occupational sector can be held accountable for substantial productivity increases.
>
> Changing social and cultural values among younger employees reflect less desire to move frequently order to "climb the ladder of success" or to work in the less desirable urban settings. In order to ke and attract talented individuals, organizations could invoke communication technology.

Transportation-telecommunication tradeoffs are usually explored from the point of view of dispersing employe away from an organization's headquarters. These occupational work patterns include: in-the-home remote linkin working from neighborhood office centers with others from the same decentralized corporation, or working fr neighborhood or regional centers shared by individuals from many diverse organizations. The choice communication technologies discussed above depends upon the particular model adopted.

Any consideration of the issues relating to the citizen and the media must begin with the recognition that the media are diverse, more different than alike. For the purposes of this symposium, the focus is upon broadcast television and newspapers as the media that reach the largest number of citizens.

The media, and television in particular, are a powerful influence on the views, values, and attitudes of Americans. Citizens continue to express concerns about increasing stations' responsiveness to the whole community. The Federal Communications Commission (FCC) makes decisions every day that affect every United States citizen's life. The FCC via, among other powers, its review of station license renewals has the responsibility of determining if the licensee has truly been "responsive" to the citizens it is designed to serve. Currently, there is no consumer advocate on the commission and none is anticipated in the near future. Recent FCC decisions have tended to indicate a more pro-industry, anti-consumer viewpoint. However, its recent action in its preliminary vote not to renew the license of Alabama's public television network is a strong indication that the FCC is taking its public-interest legal responsibilities seriously.

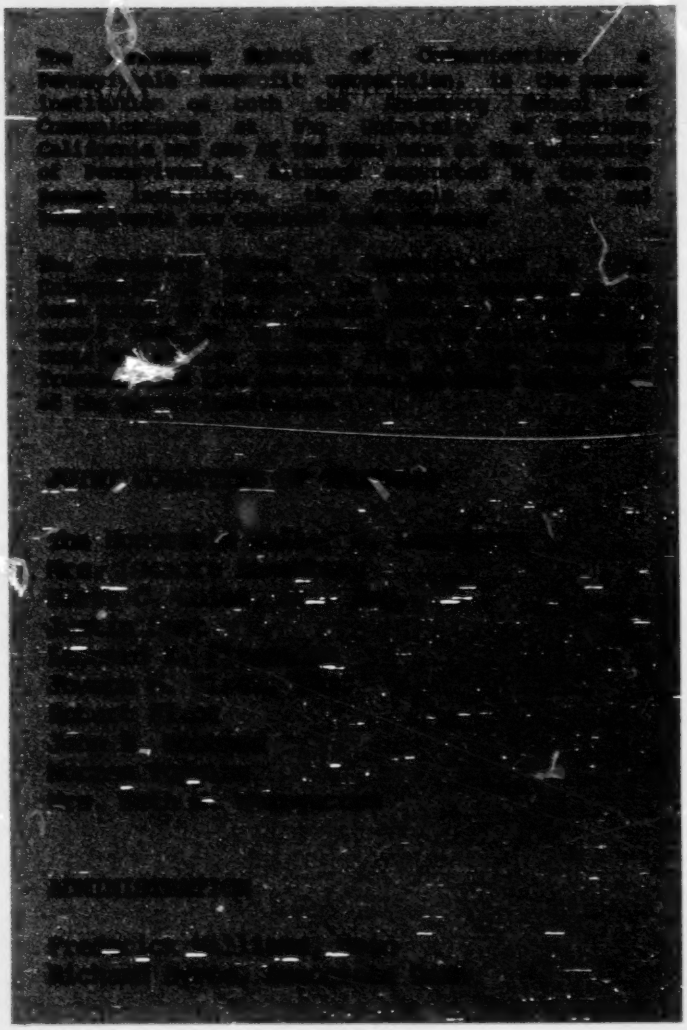
On the positive side, many would agree (and data support) that television today gives people an enormously wide knowledge of the way society is governed, supplies more information than we can cope with, and has "exposed" the whole mechanism of politics. From another point of view, however, campaigners have criticized both print and electronic journalists for not providing sufficient information pertaining to the candidates and campaign issues, thus depriving citizens of full knowledge of the issues and of the personalities for whom they must vote and who will "govern" their lives and pocketbooks.

Blacks and other minorities aware of the media's tremendous importance have fought for a long time for an accurate portrayal of their roles, problems, and contributions in America. While blacks make up about twelve percent of the population, they comprise approximately twenty percent of the average viewing public.

Television commercials provide the bulk of our knowledge about medicine which many claim is inaccurate and idiotic; and parents stand vigilant at the ramparts to defend children from TV ad exploiters. In regard to this latter issue, as well as to the call for reduction of violence in children's programming, stations have been extremely responsive to citizens' concerns.

Some claim that joint ownership of both a television station and a newspaper in a city establishes a monopoly "against" citizens in terms of receiving differing viewpoints based upon different ownership. Others claim that broadcasting has become a mature and healthy industry which is no longer in need of newspaper guidance or financing.

There are still others who suggest that citizens should disregard the media "for they are the opiate of the people. They substitute for our mind which wither everyday for lack of use. Newspapers and television are business and 'news' is the product the business sells--not principles of truth, or beauty, or liberty, or justice." (Mark Harris)



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On the morning of September 10, 1974, bulldozers broke open the ground between the pitcher's mound and the left-field dugout of the old baseball diamond in the center of the University of Southern California campus and began construction on the building that will become the home of the Annenberg School of Communications.

This exciting new building, funded by a three million dollar grant from the Honorable Walter H. Annenberg, is scheduled for completion in February of 1976. Based on a functional definition of the school's mission, the building provides a headquarters for instruction, research, and service in urban communications. It is not a classroom building, because a motto of the school is that "The classrooom is Los Angeles."

It is hoped that this new building, which will face a new performing arts mall, will be an attraction to the Los Angeles public, and will help increase the two-way communication between USC and the great city in which it is located. The symposia marking the breaking of ground for the Annenberg School's building are a symbolic and specific expression of this commitment.

Media Prologue

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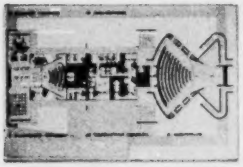

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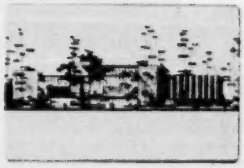

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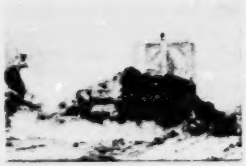

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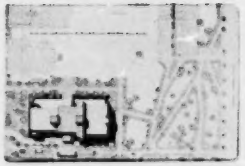

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Dr. Robert T. Filep, Professor at the Annenberg School of Communications at USC, was the conference planner.

C. Jane Leavitt was administrative coordinator. ***** Dr. Richard Byrne. Associate Dean, was producer of the Media Prologue. ***** Loren English, Director of the Media Center, was coproducer. ***** Carolyn Spicer was conference editor.

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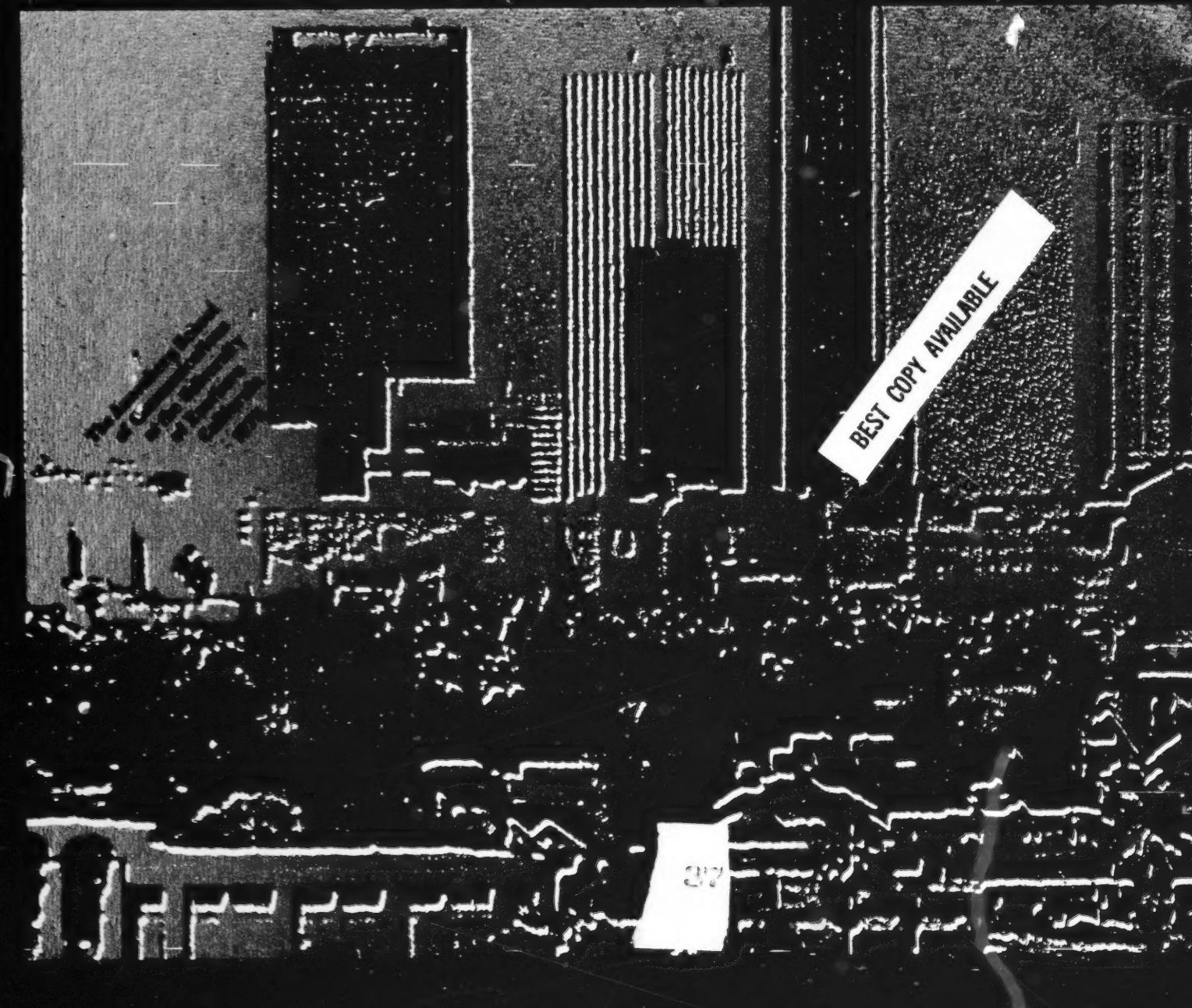
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